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Date 6/27/91 HRP 89-Z

Date is probably * subject to DOD
concurrency.
about 26 Nov 1945,

when State Dept

proposed the name "NIA";

JCS "plan" is presumably

the one forwarded about 29 Sept 45

OSD review completed

State Dept. review
completed

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COMMENTS ON THE STATE DEPARTMENT PLAN FOR
A NATIONAL INTELLIGENCE AUTHORITY

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Legislation
Nov 1945

OSD review completed

1. Attached is a memorandum indicating the differences between the JCS plan and the proposed plan of the State Department.
2. On the surface the State Department plan appears to provide for a central coordinating agency for intelligence under the equal control of SecState, SecWar and SecNav in much the same manner as does the plan recommended by the Joint Chiefs of Staff.
3. From a practical standpoint however, it is based upon a different concept.
 - (a) While SecWar and SecNav will have veto power over the selection of the Executive Secretary, the Chief executive of the Authority and head of the Secretariat, he will be an official of the State Department and primarily responsible to it. The plan provides that the deputies and assistants will normally have no other duties. This probably means that the Executive Secretary will have other duties, presumably, as head of the State Department Intelligence Section.
 - (b) The plan does not provide for close association and cooperation at the level of the chiefs of the departmental intelligence agencies. Each will have a representative on an advisory group but his primary function will be one of liaison between his agency and the Secretariat.
 - (c) The JCS plan contemplates a full partnership between the three Departments, created and operated in the spirit of free cooperation and with a feeling of full responsibility for its success on the part of each department and its intelligence agency.
 - (d) Under the State Department plan the official of the State Department acting as Executive Secretary may be able to force his will on the other departments if he can obtain the approval of SecState and the concurrence of SecWar and SecNav. The concept of the JCS plan should be more satisfactory as the cooperation of the intelligence agencies can be obtained at the level of the chiefs of intelligence. Should any of these become uncooperative the Executive Secretary can then ask for support at the Cabinet level.
4. If the central agency is to have no separate budget it is recognized that the Executive Secretary or Director will have to be on the payroll of one of the three departments. No objection can be raised to having him on the payroll of the State Department but he should have no other duties and should serve objectively in the interests of all three departments.
5. While the plan provides that the deputy secretaries may be officers of the Army and Navy no provision is made to assure that the Army and Navy will be represented at that level.

RECOMMENDATIONS

6. The N.I.A. should be created by a directive of the President rather than by mutual agreement of the three Secretaries.
7. The President should appoint the Director or Executive Secretary as provided in the JCS plan. The directive of the President should charge the N.I.A. with the responsibility of supervising and directing him. Definite provisions should be made for the creation of a central intelligence agency to perform those functions of common interest to two or more departments. The Secretariat or central intelligence agency should be operated by an Executive Secretary or Director and at least three deputies would be appointed by the N.I.A. The nomination of an Executive Secretary, as recommended by SecState, one deputy to be nominated by SecNav, and two deputies to be nominated by SecWar (one to be from the A.A.F.). If there is to be no independent budget this staff would be carried on the rolls of the three departments: State would carry the Executive Secretary; the War Department would carry two deputies, and the Navy Department one.
8. The Advisory Group for intelligence should be composed of the Chiefs of G-2, A-2, ONI and Intelligence Section, State Department, instead of representatives of the chiefs.

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JCS PLAN

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STATE DEPARTMENT PLAN

1. National Intelligence Authority
Established by President.
Composed of:
Secretary of State
Secretary of War
Secretary of the Navy
Representative of JCS.
2. Central Intelligence Agency
Established by N.I.A.
3. Director of the C.I.A.
Appointed and removed by President on recommendation of N.I.A. Sits as non-voting member of N.I.A.
4. Intelligence Advisory Board.
Consisting of heads of principal military and civilian intelligence agencies having functions related to the national security as determined by the N.I.A.

Functions.
To advise Director and as advisor with the Director, to the N.I.A. in preparing for submission to the President for his approval a basic organization for implementing the directive. The plans should include draft of necessary legislation.
5. Budget.
Financed by the three departments.
6. Subject to direction and control of NIA the C.I.A. shall:
 - (a) Accomplish synthesis of departmental intelligence relating to national security and dissemination of resulting strategic and national policy intelligence.
 - (b) Plan for coordination of activities of all intelligence agencies having functions related to national security and recommend to N.I.A. establishment of such overall policies and objectives as will assure most effective accomplishment of national intelligence missions.
 - (c) Perform for the benefit of departmental intelligence such services of common concern as N.I.A. determines can be more efficiently accomplished by a common agency including direct procurement of intelligence.
1. National Intelligence Authority
Established by SecState.
(presumably by agreement of SecState, SecWar and SecNav who will be members.)
SecState may invite other Dept. heads to sit.
2. No definite provision for a C.I.A.
Does not preclude Central Intelligence operations either within or outside of N.I.A. The Secretariat would perform most functions contemplated for the C.I.A.
3. Executive Secretary and Chief Executive Officer of N.I.A. if not an official of the State Department must become one before taking over.
Appointed by SecState with approval of SecWar and SecNav.
Deputies appointed by N.I.A. on recommendation of Executive Secretary may be officers of Army and Navy.
4. None.
Plan provides for Advisory Group for intelligence consisting of representatives of G-2, A-2, and CMI.

Plan provides also for advisory group for security with representatives of Treasury, G-2, A-2, CMI and FBI.
5. Financed by State with assistance from War and Navy.
6. The N.I.A. shall be responsible for:
 - (a) The determination of national intelligence and security objectives and requirements, including those of all departments and agencies.
 - (b) The determination of the most effective means, in terms of actual operations, for accomplishing those objectives and meeting those requirements.
 - (c) The assignment, through a series of specific operating plans, of operating responsibilities to various departments and agencies of the Government, based upon the general responsibilities of each department and the extent and effectiveness of its intelligence facilities.

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6. (Cont'd).

- (d) Perform such other functions and duties related to intelligence as N.I.A. may from time to time direct.

- (d) The continuous review of the adequacy and efficiency of the intelligence and security programs of the Authority, including inspection, as approved by the Authority, of the operations of departmental intelligence agencies to whom operating responsibilities shall have been assigned by the Authority.
- (e) The establishment and direction of centralized intelligence or security operations when it shall be determined by the Authority that such operations can be performed more effectively by a centralized organization than by the intelligence organizations of individual departments or agencies.
- (f) The development of plans for intelligence and security operations in the event of emergency or other changed conditions.
- (g) Such other functions as are appropriate in order to develop comprehensive and coordinated foreign intelligence and security programs for all Federal agencies concerned with those types of activity.

7.

7. The Secretariat under supervision and direction of the Executive Secretary shall:

- (a) Plan the Authority's program and make recommendations to the Authority for carrying it out.
- (b) Act as the executive for the Authority in carrying out such program and all operating plans approved by the Authority, including any centralized operations conducted under the Authority.
- (c) Direct and coordinate the activities of the Committees, serve as their chairmen, and be responsible for the effective conduct of the Committee's affairs, and coordinate such activities with any operations conducted under the Authority.
- (d) Develop the document procedure and all other procedures of the Authority and Committees.
- (e) Provide the Authority and Committees with secretarial service.
- (f) Maintain the document files, including all correspondence, agenda, minutes, study sheets, decisions, directives, operating plans, and manuals.
- (g) Provide other necessary services.

8.

8. Advisory Groups. Each member of the groups shall advise and assist Executive Secretary and shall:

- (a) Act as an informal channel of communication between his agency and the Executive Secretary.
- (b) Act as consultant to the Executive Secretary on matters of interest to

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8. (Cont'd)

- (c) Assist the Executive Secretary in carrying out the program of the Authority in so far as it affects his agency.
- (d) Assist the Executive Secretary in procuring necessary personnel and facilities for the Secretariat and Committees from his agency.

9. Does not go into detail. Some committees may be helpful.

9. Committees. Numerous committees - one for each type of operation.

10.

10. Procedure.

Subject to review by the Authority, all procedures shall be established by the Executive Secretary.

The Executive Secretary, in presenting material for the consideration of the Authority, shall be responsible for indicating the extent of agreement or disagreement, therein, for transmitting in detail proposals in substantial variance from that of the majority of the Committee covering that field of activity, and for indicating his own recommendations.

Committees shall be authorized to establish subordinate working groups and to request assistance in the performance of their functions from individual agencies.

Wherever it shall be determined by the Authority that any intelligence or security operation is to be conducted under the direction of the Authority, it will appoint an executive who shall be responsible for the effective conduct of such operation. The personnel (including the executive), funds and facilities required to conduct such an operation shall be provided by the departments and agencies participating in the operation, in amounts and proportions agreed by them and approved by the Authority, based upon the relative responsibilities and capabilities of the participating departments and agencies.

The Chairman of the Authority will ascertain and prescribe the occasion for and manner in which the decisions of the Authority will be submitted to the President prior to their promulgation and execution.

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